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THE SITUATION CONCERNING WESTERN SAHARA

Report by the Secretary-General

INTRODUCTION

1. At its 2929th meeting on 27 June 1990, the Security Council adopted resolution 658 (1990) concerning the situation in Western Sahara which, inter alia, requested the Secretary-General to transmit to the Security Council, as soon as possible, a further detailed report on his plan for the implementation of the settlement proposals for Western Sahara. The full text of the resolution reads as follows:

"The Security Council,

"Recalling its resolution 621 (1988) of 20 September 1988, by which it decided to authorize the Secretary-General to appoint a Special Representative for Western Sahara and to request the Secretary-General to transmit to it as soon as possible a report on the holding of a referendum for self-determination of the people of Western Sahara and on ways and means to ensure the organization and supervision of such a referendum by the United Nations in co-operation with the Organization of African Unity,

"Recalling also that, on 30 August 1988, the Kingdom of Morocco and the Frente Popular para la Liberación de Saguia el-Hamra y de Rio de Oro gave their agreement in principle to the proposals of the United Nations Secretary-General and the current Chairman of the Organization of African Unity in the framework of their joint mission of good offices,

"Having considered the report of the Secretary-General on the situation concerning Western Sahara (S/21360),

"1. Expresses its full support to the Secretary-General in his mission of good offices, pursued jointly with the current Chairman of the Organization of African Unity, with a view to settling the question of Western Sahara;

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"2. Approves the report of the Secretary-General, transmitted to the Security Council in accordance with resolution 621 (1988) with a view to settling the question of Western Sahara, which contains the full text of the settlement proposals as accepted by the two parties on 30 August 1988 as well as an outline of the plan provided by the Secretary-General in order to implement those proposals;

"3. Calls upon the two parties to co-operate fully with the Secretary-General of the United Nations and the current Chairman of the Organization of African Unity in their efforts aimed at an early settlement of the question of Western Sahara;

"4. Welcomes the intention of the Secretary-General to dispatch, in the immediate future, a technical mission to the territory and to neighbouring countries, in particular to refine the administrative aspects of the outline plan and to obtain the necessary information for the preparation of a further report to the Security Council;

"5. Requests the Secretary-General to transmit to the Security Council as soon as possible a further detailed report on his implementation plan, containing in particular an estimate of the cost of the United Nations Mission for the Referendum in Western Sahara (MINURSO), on the understanding that this further report should be the basis on which the Security Council would authorize the establishment of MINURSO."

2. The present report is submitted pursuant to paragraph 5 of resolution 658 (1990). It takes account of the work of the technical mission referred to in paragraph 4 of the resolution. It also reflects the clarification of certain points that I mentioned to the Security Council at its informal consultations on 20 June 1990 and which I have since pursued with the parties. After a brief description of the technical mission, the report addresses each of the main elements of the implementation plan contained in paragraphs 48 to 76 of my report of 18 June 1990 (S/21360), adding any detail which may be of assistance to members of the Security Council in their consideration of my recommendation that this mission should now proceed. The report then amplifies the information contained in paragraphs 77 to 82 of document S/21360 about the personnel and financial requirements of the United Nations Mission for the Referendum in Western Sahara (MINURSO), including an estimate of its overall cost. After describing the proposed timetable and plan of action, the report concludes with certain observations, including my recommendation that the Security Council should now decide to establish MINURSO and set a target date, subject to the necessary appropriation action by the General Assembly, for the commencement of its operations in the mission area.

I. THE TECHNICAL SURVEY MISSION

3. Upon the adoption of resolution 658 (1990), I dispatched a technical mission to the Territory and to neighbouring countries for the purpose of gathering and updating all available information relevant to the plan for the implementation of the settlement proposals. In addition to its visit to the Territory, the mission visited Morocco, as well as the neighbouring countries of Mauritania and Algeria. The mission, which was led by Mr. Issa Diallo, my Special Assistant, spent 16 days in the region, from 28 July to 13 August 1990. A staff member of the General Secretariat of the Organization of African Unity (OAU) participated in the mission. It was assisted in its task by the generous provision of air transport and other facilities by the Governments of Algeria, Mauritania, Morocco and Switzerland.

4. The mission was received at Rabat by His Majesty King Hassan II of Morocco. Extensive technical discussions were also held with senior officials of the Moroccan administration, both at Rabat and in Western Sahara. Field visits were made to various localities and to a command post at the sand wall constructed by Morocco close to the eastern and southern frontiers of the Territory.

5. The mission also met with Mr. Mohammed Abdelaziz, Secretary-General of the Frente Popular para la Liberación de Saguia el-Hamra y de Río de Oro (Frente POLISARIO) and held technical meetings with senior POLISARIO officials in the area of Tindouf. It undertook field visits to a number of localities in the area between the Territory's eastern border and the sand wall.

6. In Mauritania, the mission was received by President Mouawiya Ould Sidi-Ahmed El-Taya. In Algeria, it met with Mr. Sid Ahmed Ghozali, the Minister of Foreign Affairs.

7. These visits enabled the mission to discuss matters related to the implementation plan and to update the information available to the Secretariat about logistic and other conditions in the Territory. On its return, the mission recommended the refinement of certain administrative aspects of the plan. Its work made it possible to elaborate, in more precise terms, the operational requirements and cost estimate of MINURSO.

II. MAIN ELEMENTS OF THE IMPLEMENTATION PLAN

The Special Representative of the Secretary-General and the United Nations Mission for the Referendum in Western Sahara

8. The mandate and functions of my Special Representative are summarized in paragraphs 48 and 49 of document S/21360. He will report to me and make such recommendations as he considers necessary with respect to the discharge of his responsibilities.

9. The two parties, namely the Kingdom of Morocco and the Frente POLISARIO, recognize in the settlement proposals that sole and exclusive responsibility for the organization and conduct of the referendum is vested in the United Nations. Accordingly, I will issue regulations governing the organization and conduct of the referendum that will essentially embody the relevant provisions of the settlement proposals agreed to by the parties. My Special Representative, acting under my authority and, as necessary, on instructions from and in consultation with me, will have sole and exclusive responsibility over all matters with regard to the organization and conduct of the referendum. He will be authorized to issue rules and instructions consistent with the regulations issued by me. The arrangements relating to these rules, instructions and regulations are described in paragraph 58 of document S/21360.

10. The Special Representative will be assisted by MINURSO, which, in addition to the Special Representative's office, will consist of civilian, security and military units. The Special Representative will head and direct MINURSO, which will be large enough to enable him to perform his functions. MINURSO will function as an integrated operation under the overall authority of the Special Representative as described above and will have its headquarters at Laayoune. The Special Representative will have a Deputy Special Representative, who will be in charge of the mission during any absence of the Special Representative from the mission area. This area includes the Territory of Western Sahara and designated locations in neighbouring countries, particularly the Tindouf refugee camps, where numbers of Western Saharans are known to be living. In accordance with paragraph 70 of document S/21360, the Special Representative will also be assisted by an independent jurist to be designated by the Secretary-General.

11. The Office of the Special Representative will provide support to him in the exercise of his responsibilities and authority as well as in his liaison and coordination functions. In addition to a section dealing with political affairs, the Office will have sections dealing with legal affairs and with information and public relations. It will also be assisted by an appropriate number of field offices.

Transitional period

12. As stated in paragraph 50 of document S/21360, the transitional period will begin with the coming into effect of the cease-fire on D-Day and end with the proclamation of the results of the referendum, although MINURSO will continue to discharge the responsibilities described in paragraph 75 of document S/21360 for a period of some weeks thereafter. In accordance with the timetable set out in section V of the present report, it is envisaged that the transitional period will last for 20 weeks and that MINURSO will remain in the Territory for up to 26 weeks from the coming into effect of the cease-fire (D-Day). It should be noted, however, that the periods of time allowed for the various processes in the timetable are estimates and it is possible that some of the processes may be completed in a shorter period than that indicated. It is also possible, of course, that a longer period will be required. In either case, the Special Representative may, after consultation

with me, determine whether circumstances require any alteration in the timetable, in accordance with the authority given to him.

Cease-fire

13. The arrangements relating to the cease-fire are described in paragraphs 51 to 53 of document S/21360.

Moroccan military presence

14. In the course of my consultations with its authorities, Morocco has undertaken to reduce its troops in the Territory to a level not exceeding 65,000 all ranks, within a period of 11 weeks from the coming into effect of the cease-fire on D-Day. I have accepted this as an appropriate, substantial and phased reduction in accordance with the settlement proposals.

Confinement of each party's troops to designated locations

15. In accordance with paragraph 56 of document S/21360, all remaining Moroccan troops will be located in static or defensive positions along the sand wall, with the limited exceptions mentioned in that paragraph. All will be monitored by the military observers of MINURSO, who will be colocated with Moroccan subsector headquarters on the sand wall and with the support and logistics units remaining elsewhere in the Territory. The military observers will conduct extensive patrols by land and air to ensure observance of the cease-fire and the confinement of the Moroccan troops to the designated locations. They will also monitor the custody of certain arms and ammunition.

16. As regards Frente POLISARIO troops, my Special Representative will, in accordance with the settlement proposals, designate the locations to which they will be confined, with their arms, ammunition and military equipment, with effect from the coming into force of the cease-fire on D-Day. They will be monitored by the military observers of MINURSO, who will be deployed at each of the designated locations.

Release of political prisoners and detainees

17. The arrangements relating to the release of political prisoners and detainees are described in paragraphs 33 (b) and 70 of document S/21360.

Exchange of prisoners-of-war

18. The settlement proposals also provide for the exchange of prisoners-of-war (POWs) (see para. 20 of S/21360). This will take place under the auspices of the International Committee of the Red Cross (ICRC). My Special Representative will establish early contact with ICRC with a view to

implementation of the exchange of prisoners as soon as possible after the cease-fire comes into effect on D-Day.

Identification and registration of voters

19. A central element in the settlement proposals is the identification and registration of all Western Saharans eligible to vote in the referendum. This work will be entrusted to the Identification Commission. It is stated in the settlement proposals (S/21360, para. 25) that "the Commission will perform its task during the transitional period". It has, however, become clear that, as explained below, certain tasks can, and indeed must, be completed outside and inside the Territory before the cease-fire comes into effect. I accordingly intend to appoint the members of the Identification Commission as soon as the Security Council has decided to establish MINURSO, so that, under the direction of my Special Representative, they can begin the necessary preparatory work without delay, beginning with the establishment of the Commission's rules of procedure.

20. The Identification Commission's task will be to implement the proposals, agreed upon by the two parties, that all Western Saharans to whom the 1974 census undertaken by the Spanish authorities related and who are aged 18 years or over will have the right to vote, whether they are currently present in the Territory or living outside it as refugees or for other reasons. The Commission's mandate to update the 1974 census will include (a) removing from the lists the names of persons who have since died and (b) considering applications from persons who claim the right to participate in the referendum on the grounds that they are Western Saharans and were omitted from the 1974 census. The tribal chiefs of Western Sahara will be asked to contribute to the Identification Commission's work. A preliminary meeting took place with a representative group of tribal chiefs at Geneva in June 1990. Further discussions with tribal chiefs will be held, after the decision has been taken to establish MINURSO, in order to refine the Commission's operational procedures. The parties and representatives of OAU will, as appropriate, participate as official observers in the work of the Identification Commission.

21. The first stage of the Commission's work will be to update the 1974 census list. As a preparatory step, a copy of this list was transmitted to each of the parties on 16 October 1990, with a request for any available information about persons who have died since 1974 and about the whereabouts of those who remain alive, whether inside or outside the Territory. Both of the parties have been asked to provide this information soon. Its early receipt will facilitate the Identification Commission's work, which is to commence immediately after the General Assembly has approved MINURSO's budget. The Commission, having made such revisions to the 1974 list as seem to it appropriate, will arrange for the revised list to be published in the Territory and in places outside where numbers of Western Saharans are known to be living. At the same time, the Commission will publish instructions on how individual Western Saharans can apply in writing, before a specified date, for inclusion in the list on the grounds that they were omitted from the 1974 census. It is estimated that four weeks will be required for this part of the

Commission's work. A further period of four weeks will be set for the Commission to receive individual written applications for the inclusion of names in the list. The applications will be classified and the Commission, assisted by the tribal chiefs and in the presence of observers from OAU and the parties, will meet in New York or Geneva to review them under the supervision of the Special Representative. It is estimated that this review will take up to four weeks. When it has been completed and prior to D-Day, a consolidated list of the names of persons who, on the basis of the revised 1974 census and the review of applications received, have been judged to be eligible to vote will, with my clearance, be published in the Territory and in places outside where numbers of Saharans are known to be living.

22. By D-Day the Identification Commission will be fully established in the mission area. The Commission will be assisted in its work by the field offices established at principal population centres as well as by static and mobile teams, consisting of a leader, three identification/registration officers, a clerk/typist, two civilian police monitors and support staff such as interpreters and drivers.

23. At this second stage in its work, the Commission will undertake two main functions, in each of which it will be assisted by the tribal chiefs. The functions will be:

(a) To identify, and issue registration cards to, persons whose names are on the published list of eligible voters;

(b) To provide, and organize procedures, for appeals against non-inclusion of names in the published list or against decisions made under subparagraph (a) above.

Arrangements will be made for the Commission to identify and register, at the designated locations, all Frente POLISARIO troops who are eligible to vote, as well as any Western Saharans who are similarly eligible and may be serving in the Moroccan forces.

24. It is envisaged that a period of up to 11 weeks will be required for this second stage of the Commission's work. When it has been completed, the Special Representative will submit to me, for consideration in consultation with the current Chairman of OAU, a consolidated list of all registered voters. The final voters list will be published as soon as it has been authorized by me.

Organization of the referendum

25. The Referendum Commission will assist the Special Representative in all aspects of the organization and conduct of the referendum in the context of the sole and exclusive responsibility vested in him. The Commission's functions are specified in paragraphs 63 to 66 of document S/21360. It will advise the Special Representative on measures necessary to ensure that the referendum is free and fair, without military or administrative constraints,

and that there is no intimidation or interference in the referendum process. The two parties and the representatives of OAU will, as appropriate, be associated as official observers in the Commission's work.

26. As envisaged in paragraph 63 of document S/21360, I shall appoint the Referendum Commission as soon as the General Assembly has approved MINURSO's budget, so that it can undertake the necessary preparatory work. The main part of this work, which will be performed in New York, will be to prepare the regulations, rules and instructions that will establish the legal framework for the United Nations to organize and conduct the referendum and which will be promulgated in the Territory as soon as possible after D-Day.

27. A small core staff of the Referendum Commission will begin work in the Territory after D-Day. With the assistance of the field offices, it will become fully operational as the Identification Commission is concluding its work. The Referendum Commission will be augmented by appropriately qualified personnel from the Identification Commission whose own tasks are to be completed by D-Day + 11 weeks.

28. In recent consultations with me, both parties have accepted my proposal to establish a code that would govern their conduct and behaviour and that of their supporters during the referendum campaign. The purpose of the code of conduct will be to ensure that, while there is freedom of political campaigning, there will also be a consequent responsibility placed on all concerned to accept others' freedom to campaign. The Special Representative will initiate discussions with the two parties about the code of conduct as soon as possible.

29. The Special Representative will determine the starting date of the referendum campaign when he is satisfied that the necessary arrangements have been made to ensure that all Western Saharans, without restriction and in complete equity, will have the opportunity to participate in the campaign. It is envisaged that it will begin at D-Day + 17 weeks, subject to the authority given to the Special Representative to alter the timetable if he should determine that circumstances so require.

30. An adequate number of polling stations will be established throughout the Territory in order to give all eligible Western Saharans the opportunity to vote in the referendum. Voting will take place only in the Territory. The precise locations of the polling stations will be determined on the basis of the data collected during the registration of voters, as well as existing population centres and areas where returning Western Saharans have been located.

31. Two weeks before the referendum itself, the Referendum Commission will be strengthened by additional personnel who will serve as polling officers, presiding officers and counting officers. These additional personnel will leave the Territory immediately after the referendum, but essential staff of the Referendum Commission will remain until the referendum results have been certified and related matters have been disposed of.

Other responsibilities of the Special Representative during the transitional period

32. In discharging the responsibilities described in paragraphs 67 to 69 of document S/21360, the Special Representative will be assisted by his office, including the field offices, and by the Security Unit, whose functions and organization are outlined in paragraphs 79 and 80 of document S/21360.

33. There are only two points to add. First, firearms will be kept in a weapons storage safe at each Security Unit location, but Security Unit personnel (who will be known as CIVPOL) will actually carry arms only in cases where they are so authorized by the Police Commissioner, acting upon instructions from the Special Representative. The firing of arms will be limited to clear cases of self-defence. Secondly, the Security Unit will establish a number of district headquarters that will, as far as possible, be colocated with the Special Representative's field offices.

Return of refugees, other Western Saharans and members of the Frente POLISARIO entitled to vote

34. An essential element in the implementation of the settlement proposals will be the repatriation of those Western Saharans who are identified as being eligible to vote in the referendum and who wish to return to the Territory to do so. A programme will therefore be required to facilitate the voluntary return of such persons, along with their immediate families, from designated locations in neighbouring countries, with security to be provided by the military unit of MINURSO. It will require the prior promulgation of a general and complete amnesty for all returnees, in order to ensure the necessary conditions for their free and unimpeded return.

35. The United Nations High Commissioner for Refugees (UNHCR) will be responsible for the implementation of the repatriation programme, which will form an integral part of the MINURSO operation and will be carried out in accordance with UNHCR's mandate. Its task will be threefold: to ascertain and record the repatriation wishes of each Western Saharan as he or she is registered as a voter by the Identification Commission; to issue the necessary documentation to the members of his or her immediate family; and to establish and manage, in cooperation with MINURSO which will provide security, the reception centres that will be established in the Territory for the returning Western Saharans.

36. It is intended that repatriation will begin immediately after the Identification Commission's work is completed, i.e. not later than D-Day + 11 weeks, and that it will be completed within a period of 6 weeks, i.e. immediately before the referendum campaign begins. The UNHCR will thereafter maintain a presence in the Territory, as necessary, in order to fulfil its monitoring role for returnees, in accordance with its internationally accepted responsibilities.

The referendum and proclamation of its result

37. The purpose of the referendum is to enable the people of Western Sahara to choose freely between integration with Morocco and independence. Voting will be by secret ballot and arrangements will be made for voters who cannot read or write or who are incapacitated. The regulations that I shall issue concerning the referendum will provide that the result will be determined by a simple majority of valid votes cast.

38. The action to be taken by MINURSO after the proclamation of the referendum result remains as described in paragraphs 75 and 76 of document S/21360. Every effort will be made to complete that action as expeditiously as possible.

III. PERSONNEL AND FINANCIAL REQUIREMENTS OF MINURSO

39. As already indicated, MINURSO will consist of the Special Representative and his office and civilian, security and military units. It will function as an integrated operation under the overall authority of the Special Representative.

40. The Office of the Special Representative, whose functions are described in paragraph 11 above, will consist of some 24 international personnel, with an additional 25 persons to staff the field offices.

Civilian Unit

41. The Civilian Unit will include three components: the personnel of the Identification Commission and the Referendum Commission; a component to implement the repatriation programme; and a component responsible for all administrative matters pertaining to the mission. It will consist largely of personnel from the United Nations system. However, as indicated below, it will be necessary to ask Governments to contribute a significant number of qualified personnel, mostly on short-term assignments, to assist in the organization and conduct of the referendum.

42. The Identification Commission will initially be based in New York or Geneva, as required, with a small staff to carry out the first stage of its work, which is described in paragraph 24 above. A small mobile team will also be dispatched to the mission area during that preparatory stage. By D-Day the Commission will deploy static and mobile teams in the Territory and in other places where numbers of Western Saharans are known to be living, with a full strength of some 187 international personnel, a substantial proportion of whom will be contributed by Governments.

43. The Referendum Commission will also begin with a small staff, based in New York, to carry out the preparatory work described in paragraph 26 above. It will establish itself in the Territory after D-Day, again with a small staff initially. By D-Day + 11 weeks it will absorb appropriately qualified

staff of the Identification Commission, whose identification tasks will by then have been completed, bringing its strength to about 51 international personnel. The additional international personnel required for the referendum itself (see para. 31) will number up to 285, some from the United Nations, but most contributed by Governments.

44. The repatriation component of the Civilian Unit will, as indicated in paragraph 35 above, consist of UNHCR personnel. Their number will rise gradually to a peak of some 74 international personnel during the implementation of the repatriation programme.

45. Finally, the administrative component of the Civilian Unit will furnish the full range of administrative, support and technical services to the different components of MINURSO, wherever these may be located. Certain staff will be colocated with the military logistics units and will work with them to constitute an integrated logistics, supply and support system for the entire mission. International civilian staff of the various sections, units and outposted personnel will total approximately 275.

Security Unit

46. Some elements of the Security Unit will be deployed in the mission area by D-Day in order to facilitate the work of the Identification Commission. About 100 police officers will be required for this purpose. A further 200 will be phased into the Territory before the repatriation programme begins at D-Day + 11 weeks. It is hoped that this number will be adequate to carry out the duties entrusted to the Security Unit during the referendum campaign and the referendum itself. My Special Representative will, however, keep this question under constant review. Governments contributing police officers to MINURSO will be requested to keep in reserve additional personnel for possible deployment in the Territory, should this be necessary.

Military Unit

47. The tasks of the Military Unit are described in paragraph 81 of document S/21360. The logistics units will, in co-operation with the administrative component of MINURSO, contribute to the integrated logistics, supply and support system for the mission as a whole.

48. To fulfil these tasks, the Unit will require a strength of about 1,695 (all ranks), as follows: 550 military observers, an infantry battalion of 700 (all ranks), an air support group of 110 (all ranks) to operate and maintain 4 fixed-wing aircraft and 8 transport helicopters, a signals unit of 45 (all ranks), a medical unit of 50 (all ranks), a composite military police company of 40 (all ranks) and a logistics battalion of 200 (all ranks).

49. The logistics units and advance parties of military observers will be deployed in the Territory in the weeks preceding D-Day. The military observer group will be deployed in full strength by D-Day in order to be in a position to monitor the cease-fire and the confinement of each side's troops to

designated locations. The deployment of the infantry battalion will take place immediately before implementation of the repatriation programme. The Military Unit will remain in the mission area until the referendum and thereafter will be withdrawn as rapidly as its post-referendum monitoring tasks permit.

Financial requirements

50. On the basis of the implementation plan described in my report of 18 June 1990 (S/21360), as amplified in the present report, it is estimated that the overall cost of MINURSO, including the repatriation programme, will be approximately $200 million. I have to emphasize, however, that there continue to be unknown factors that may affect this figure. As is customary, it states the cost of the full resources required for MINURSO and takes no account of any possible voluntary contributions that may be received. I am currently undertaking consultations with certain Member States in this regard. Naturally, contributions in kind would be welcome. In the event voluntary contributions are provided to MINURSO, including the provision of adequate facilities by the host countries, the level of expenditures will be reduced and this will ultimately lead to savings and the return of credits to Member States. My recommendations on the financing of the operation are contained in the observations section of the present report.

IV. TIMETABLE AND PLAN OF ACTION

51. Paragraph 52 summarizes the timing described in the preceding sections of the present report. Two points need to be emphasized. First, the critical date is that on which the General Assembly approves MINURSO's budget; all subsequent timings are related to that. Secondly, as already noted (see para. 12 above), the periods allowed for each of the processes in this complex operation are estimates, and my Special Representative will accordingly have the authority to alter the timetable, after consulting me, if he determines that circumstances so require.

52. The timetable is as follows:

Date (in weeks)	Action
As soon as the Security Council has authorized the establishment of MINURSO	The Secretary-General:
	(a) Appoints the Identification Commission, which proceeds immediately to establish its rules of procedure, to update the 1974 census and to arrange for appeals;
	(b) Begins consultations with the Governments of Member States that will be invited to contribute personnel to the civilian, security and military units of MINURSO;

Date (in weeks)	Action
	(c) After consulting the parties, obtains the Security Council's approval for the composition of the Military Unit and the appointment of the Force Commander;
	(d) Initiates consultations with the parties and the neighbouring States about arrangements concerning the status of MINURSO and its personnel.
D - 16	The General Assembly approves MINURSO's budget.
	The Secretary-General addresses letters to the two parties proposing a date and time for the entry into force of the cease-fire (D-Day).
	The Secretary-General appoints the Referendum Commission and the independent jurist.
	The Identification Commission revises the 1974 census list and initiates discussions with the tribal chiefs regarding its operating procedures.
Not later than D - 12	The parties accept the Secretary-General's proposal for the date and time of the cease-fire.
D - 12	The revised 1974 census list and instructions on how to apply for the inclusion of names are published in the Territory and elsewhere.
	Administrative and logistics elements of MINURSO begin to arrive in the mission area.
D - 9	A small mobile team of the Identification Commission is dispatched to the mission area.
D - 8	Deadline for the receipt of applications for the inclusion of names in the revised 1974 census list.
D - 4	The advance party of MINURSO, led by the Deputy Special Representative, arrives in the mission area.
D - 4 to D-Day	All MINURSO units (except the infantry battalion, 200 CIVPOL officers and some UNHCR and referendum personnel) are deployed to the mission area.
D - 1	Arrival of the Special Representative in the Territory.

Date (in weeks)	Action
Not later than D-Day	Following completion of the Identification Commission's review of applications received, the consolidated list of persons judged eligible to vote is published in the mission area.
D-Day	The transitional period begins.
	The cease-fire comes into effect and the combatants of the two sides are confined to designated locations.
	The Identification Commission begins the identification and registration of voters and hears appeals against non-inclusion of names in the published list.
As soon as possible after D-Day	POWs are exchanged.
	Amnesties for political prisoners and detainees and for returnees are proclaimed.
	All political prisoners or detainees are released.
D + 10	The remaining 200 CIVPOL officers are phased in.
	The infantry battalion and additional UNHCR personnel are deployed to the mission area.
Not later than D + 11	The reduction of Moroccan forces is completed.
	All laws or measures that could obstruct a free and fair referendum are suspended.
D + 11	Completion of the identification and registration of voters; publication of the final list of voters approved by the Secretary-General.
	The repatriation programme begins.
	The paramilitary units in the existing police forces are neutralized.
D + 17	The repatriation programme is completed.
	The referendum campaign begins.
D + 18	Additional polling staff are deployed to the Territory.

Date (in weeks)	Action
D + 20	End of the referendum campaign.
	Referendum.
	Proclamation of the results.
	The withdrawal of MINURSO personnel begins.
D + 24 or 26	MINURSO's monitoring responsibilities arising from the referendum results are completed.
Thereafter	Remaining MINURSO personnel withdraw from the mission area.

53. On the basis of this timetable, the referendum will be held about 36 weeks after the General Assembly approves MINURSO's budget.

V. OBSERVATIONS

54. The plan contained in part II of document S/21360, as amplified in the present report, is the result of a long and exhaustive search for the most equitable, effective and economical ways of implementing the settlement proposals accepted by the parties in August 1988. This work has taken into account the views expressed to me by the parties. Inevitably the plan that I now submit for the Security Council's approval could not meet all the concerns of the two parties and compromises have therefore had to be sought. I am however confident that my proposals constitute a balanced and equitable way of achieving the goal on which all are agreed, namely the holding of a free, fair and impartial referendum for the people of Western Sahara, organized and conducted by the United Nations in co-operation with OAU and without any military or administrative constraints.

55. Four essential conditions must be met for this goal to be achieved and for MINURSO to be able to carry out its responsibilities effectively and with complete impartiality. Firstly, MINURSO must at all times have the full support and backing of the Security Council; secondly, it must operate with the full cooperation of the two parties, particularly with regard to the comprehensive cessation of all hostile acts; thirdly, the cooperation and support of the neighbouring countries must be assured, in conformity with paragraph 42 of document S/21360; and fourthly, the necessary financial resources must be made available by Member States in a full and timely manner.

56. In accordance with the mandate entrusted to me by the Security Council, I will keep the Council fully informed of developments relating to the implementation of the settlement proposals and to the functioning of MINURSO. All matters that might affect the nature of the mission or its continued effectiveness will be referred to the Council for its decision.

57. In performing its functions, MINURSO will act with complete impartiality. It will proceed on the assumption that, in accordance with the undertakings that they have already given (S/21360, paras. 38 and 40), the two parties will co-operate with the Special Representative and will take all necessary steps to comply with the decisions of the Security Council.

58. MINURSO will require the freedom of movement and communication and the other facilities necessary for the performance of its tasks. To this end, MINURSO and its personnel must necessarily be accorded all the relevant privileges and immunities provided for in the Convention on the Privileges and Immunities of the United Nations, as well as those specially required for the proposed operation. As soon as the Security Council has authorized the establishment of MINURSO, I will take steps to make arrangements with the parties concerning the status of MINURSO and its personnel.

59. In conformity with paragraph 42 of document S/21360, MINURSO will also rely on the continued cooperation and understanding of the two neighbouring States, namely Algeria and Mauritania, which have already undertaken to do their utmost to ensure that the transitional arrangements and the results of the referendum are respected and to cooperate in various ways with MINURSO. Discussions about the status of MINURSO and its personnel and related matters will be initiated with them also, as soon as the Security Council has authorized the establishment of MINURSO.

60. I come now to the financial aspects of MINURSO. As foreseen in my previous report (S/21360, para. 85), I recommend that, if the Council decides to establish MINURSO, its full cost should be considered as expenses of the Organization to be borne by Member States in accordance with Article 17, paragraph 2, of the Charter. I intend to recommend to the General Assembly that the assessments to be levied on Member States be credited to a special account that would be established for this purpose.

61. I would like to take this opportunity to underline the necessity for Member States to pay their assessed contributions immediately after the request for these is received. Otherwise it will not be possible to deploy MINURSO personnel, with the equipment they need to carry out their duties, in accordance with the timetable described in the present report.

62. Every effort has been made to achieve economy in the costs of MINURSO, but there are certain characteristics of this operation that have inescapable financial implications, in particular:

(a) The complexities of the identification process limit the possibilities for shortening the duration of the mission. This process will account for no less than 27 of the 36 weeks that will elapse between the General Assembly's approval of MINURSO's budget and the holding of the referendum. Eligibility to vote will depend either on the presence of a person's name in the 1974 census list or on a person's ability to convince the Identification Commission that he or she is a Western Saharan who was omitted from the 1974 census. Matching individuals with names in a 17-year-old census

list is bound to take time. In a society that is nomadic and to a large extent illiterate and where such criteria as place of birth or residence are of limited relevance, the adjudication of applications from persons claiming to have been omitted from the 1974 list will also be time-consuming. If the referendum is to be fair and impartial, in accordance with the settlement proposals, these processes cannot be rushed;

(b) The number of troops whose cessation of hostile activity and confinement to designated locations must be monitored by MINURSO is large and they are deployed over a very extensive area;

(c) The Territory is large: more than 250,000 square kilometres. The personnel of MINURSO, whether civilian, military or police, will have to cover the whole territory and many of them will live in places where no adequate accommodation or other facilities (water, power, fuel, etc.) are available. Outside a few population centres, therefore, MINURSO will have to establish a complete logistics infrastructure of its own;

(d) In accordance with the settlement proposals, MINURSO will be responsible for the actual organization and conduct of the referendum. This generates different and heavier personnel and material requirements than other recent cases where the United Nations role has been only to supervise and control or to verify or to observe an electoral act organized and conducted by others.

63. The view has been expressed that the repatriation part of MINURSO's operation should be regarded as a humanitarian activity and that it should therefore be funded through voluntary contributions. I have accordingly decided that the repatriation programme, which will be managed by the UNHCR and which has been estimated at some $34 million, will be funded through voluntary contributions. I intend to so recommend to the General Assembly. While it is true that the repatriation programme will be carried out by the UNHCR, in accordance with that office's standard procedures, the programme is an essential political element in the settlement proposals, without which a fair and impartial referendum could not take place, and is not a stricto sensu humanitarian addition thereto. I would therefore recommend that MINURSO should not be deployed in the mission area on D-Day unless it has been unequivocally established, by that date, that the necessary voluntary contributions are available in full and in time to permit implementation of the repatriation programme.

64. In order to ensure that lack of the necessary financial support does not further delay the long-awaited resolution of the situation in Western Sahara, I have considerably reduced earlier estimates of the human and material resources required for this operation. I am confident that I can count on the members of the Security Council and on the parties to do everything in their power to help to ensure that the operational plan described in my report of 18 June 1990 (S/21360) and amplified in the present report is carried out quickly and smoothly.

65. It is on this basis that I now recommend that the Security Council decide to authorize the establishment of MINURSO. I further recommend that the Council decide that the transitional period should begin on a date approximately 16 weeks after the General Assembly approves MINURSO's budget.